



# Tarrytown, Connected.

A Framework for the  
Station Area & Waterfront

Village of Tarrytown, New York | October 2016



# Acknowledgments

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**October 2016**

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# Contents

## **Introduction / 5**

**Why Plan Now? / 5**

**It Takes a Village to Have a Great Village / 8**

## **The Vision: Tarrytown, Connected. / 9**

**Capital Improvements / 10**

**Green Infrastructure / 12**

## **Existing Land Use and Zoning / 14**

**Land Use / 14**

**Zoning / 16**

## **Development Concepts / 19**

**A. Village-Owned Properties / 20**

Waterfront / 20

Village Hall Site / 22

Department of Public Works Site / 22

**B. Privately-Owned Property / 24**

American Independent Paper Company Site / 24

Tarrytown Station Plaza Site (McDonalds/Walgreen's site) / 24

## **Preliminary Assessment of Impacts / 26**

**Traffic Impacts / 26**

Impacts from Proposed Composite Development Concepts / 30

**Fiscal Impacts / 30**

Tax Revenue / 30

Cost Estimates / 31

## **Recommendations and Next Steps / 33**

**Implement Capital Improvements / 33**

**Update Comprehensive Plan / 33**

**Amend Zoning Regulations / 33**

**Facilitate Development of Village-Owned Properties / 34**

**Expand Organizational Capacity / 35**

# List of Figures and Tables

---

## Figures

- ▶ Figure 1 : Why Plan Now?
- ▶ Figure 2: Study Area & Potential Development Sites
- ▶ Figure 3: Infrastructure Improvement Plan
- ▶ Figure 4: Flood Zone Map
- ▶ Figure 5: Land Use Map
- ▶ Figure 6: Zoning Map
- ▶ Figure 7: Waterfront Development Concepts
- ▶ Figure 8: Village Hall Site Development Concepts
- ▶ Figure 9: Department of Public Works Site Concept
- ▶ Figure 10: American Independent Paper Company Site Development Concept
- ▶ Figure 11: Tarrytown Station Plaza Development Concept
- ▶ Figure 12: Concept A- Waterfront Park with Residential Concept at Village Hall
- ▶ Figure 13: Concept B- Waterfront Neighborhood with Mixed Use Concept at Village Hall
- ▶ Figure 14: Concept C- Waterfront Destination with Parking Garage Concept at Village Hall

## Tables

- ▶ Table 1: Hourly Traffic Volumes by Other Developments
- ▶ Table 2: Concept Plans: Peak Period Traffic Comparison

# Appendices

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## Appendix A: Tarrytown Economic Development Study, KDLLC

## Appendix B: Visioning Work Session Input, November 2015

## Appendix C: Concept Plan Development Programs

## Appendix D: Traffic Analysis, VHB

## Appendix E: Fiscal Impact Analysis, KDLLC



# Introduction

## Why Plan Now?

Over the past decade the area around Tarrytown's train station has seen new investment and revitalization. It has been transforming from an industrial waterfront area to a mixed use community with significant public open space and recreational amenities (see Figure 1). Transportation infrastructure is being upgraded. The Metro-North train station and overpasses were recently renovated; vehicular and circulation improvements are being planned for Depot Plaza; and the Village is exploring the feasibility of reopening a former pedestrian tunnel under the railroad tracks to improve access between the station area and waterfront. With the opening of the "New NY Bridge" growth in tourism is expected and there will be opportunities to consider Bus Rapid Transit service at Tarrytown station and related amenities such as sheltered seating, off-vehicle ticketing and real-time schedule information. There have also been significant investments in open space and recreational amenities, including the development of the Scenic Hudson RiverWalk Park, improvements to Pierson Park, the construction of a new Village recreation center and outdoor swimming pool center, and the removal of chain link fencing from the perimeter of Sarah Michaels Park. Alongside these public improvements, successful new luxury housing and small-scale commercial uses at Hudson Harbor have signaled a strong market for development in this area.

Following the success of Hudson Harbor, there has been increased attention towards the potential for further development in the area on underutilized sites, particularly the many surface parking lots owned by the Village of Tarrytown shown on Figure 2. These parcels are a significant Village asset and their future use will have a dramatic impact on the character of the station area, waterfront, and the Village at-large. The Board of Trustees recognized that new development on Village-owned property could have positive tax benefits for Tarrytown residents. And that because the Village owned these parcels, they were in the driver's seat in determining how these valuable sites would be used in the future. Further, they noted that realizing the full potential of the station area and waterfront as an active "people place" with improved visual and physical connections to Downtown would be beneficial for the Village as a whole.

Recognizing this opportunity, in Spring 2014 the Village of Tarrytown's Board of Trustees undertook a unique planning process to set out a Strategic Plan to better understand existing conditions in the station area/waterfront and chart a path forward. This Strategic Plan evaluated the area bounded by the Village of Sleepy Hollow to the north, the Hudson River to the west, the Washington Irving Boat Club and County wastewater

pumping facility to the south and Cottage Place and the eastern side of the Franklin Courts/Franklin Towers property to the east. This evaluation included 1) mapping and analyzing physical conditions in the area and 2) meeting with property owners and government, business and community stakeholders in order to understand issues and opportunities on individual sites and how they relate to and impact one another. The Strategic Plan outlined three central principles to guide the Village in planning for the future of the area:

### **1. Create ways to make it easier to get from the station area to Downtown and back.**

Link upper and lower Main Street and Broadway as partners working together in a vibrant Village commercial district.

### **2. Address traffic congestion at the train station.**

The train station building has been renovated and looks great. Let's make it safer and easier to get there. The intersection of Depot Plaza and Main Street is confusing for pedestrians and vehicles. Buses, shuttles, taxis, drop offs, pedestrians and bicycles all merge into one lane at the station. And more traffic is expected as Edge on Hudson in Sleepy Hollow is developed.

### **3. Take me to the river and all around the Village.**

Tarrytown has so many great cultural, open space, historic and commercial features, but how do you know where to go when you arrive at the train station? Let's make it easier for people to find their way to, through and around the Village.

This work was guided by a Steering Committee composed of the Village Administrator, liaisons from the Board of Trustees and Planning Board, a representative from Westchester County Planning Department, two Village residents and a study area business representative. This analysis resulted in an outline of coordinated projects to be undertaken by the Village and its partners. Together these projects seek to maximize the potential of the station area and waterfront as a destination and a gateway to the greater Village. Finally, the Strategic Plan provided recommendations for community outreach, further developing public and private partnerships, and obtaining grant funding necessary to move the plan forward.

One of the initial projects identified in the Strategic Plan was to develop a cohesive vision for the future of the station area and waterfront and a conceptual plan illustrating that vision that could be used as the basis for future rezoning. Based on the stakeholder meetings that took place as part of the strategic planning process, it was clear that such a plan would need to not



Figure 1: Why Plan Now?



Source: Google Maps



Figure 2: Study Area and Potential Development Sites



Source: Google Maps



only address the immediate station area, but also the relationship between the station area/waterfront, the Downtown and Village at-large. To that end, this report:

1. Outlines a vision for the future of the station area and waterfront, that clearly connects this area to Downtown;
2. Illustrates different ideas for how that vision can be achieved;
3. Analyzes the trade-offs associated with different land use decisions in terms of visual, traffic and fiscal impacts; and
4. Provides a roadmap to assist the Village of Tarrytown in moving ahead with infrastructure improvements, zoning changes and engagement of partners in the redevelopment of Village owned land.

## It Takes a Village to Have a Great Village

In Spring 2015 the Village Board of Trustees hired a consultant team led by Collaborative Planning Studio, in partnership with Kevin Dwarka Land Use & Economic Consulting and Regional Plan Association, to work with Village staff, volunteers, residents, business and property owners and other stakeholders to develop a conceptual plan for the station area and waterfront. A key principle of this project was that plans developed for the station area and waterfront must be integrated into a broader vision for the Village's economic future. The station area/waterfront should not be treated as a separate entity. Future development in this area should relate to and complement existing uses and connect with Downtown. Therefore, an important first step in the planning process was to undertake a comprehensive economic development study of Tarrytown as a whole, which would inform the station area/waterfront planning process and also define broader economic development goals for the Village.

This study, the Tarrytown Economic Development Study (TEDS), recommends an interconnected set of action items for the Village to consider (see Appendix A). It highlights core economic opportunities and challenges and identifies the following Village-wide economic development strategies:

- ▶ Stimulate sustainable development
- ▶ Preserve and enhance local business

- ▶ Improve access and circulation
- ▶ Promote tourism
- ▶ Promote an inclusive Tarrytown

Recommended actions in many of these areas have significant implications for Tarrytown's station area/waterfront. TEDS identifies this area as one of the Village's most significant economic development assets. Among other actions, TEDS calls for the analysis of station area redevelopment potential and transit oriented development in the station area. Principles outlined in TEDS that guided the analysis contained in this report include:

- ▶ Minimize the effects of development on parking and traffic
- ▶ Analyze fiscal impacts
- ▶ Create green infrastructure
- ▶ Improve access across the railroad tracks
- ▶ Improve pedestrian and transit infrastructure
- ▶ Provide a direct pedestrian connection between Tarrytown Station and Sleepy Hollow
- ▶ Improve multimodal connections between the waterfront, station area and Downtown
- ▶ Provide housing choices for a diverse population

These recommendations were informed by an extensive community engagement process that included stakeholder meetings and focus groups with the Board of Trustees, Village staff, members of Village boards, nonprofit organizations, the Merchants Association, and the development community. The Village also conducted a community open house in September 2015 to test ideas and gain feedback from the public.

Community Open House, September 2015



# The Vision: Tarrytown, Connected.

Following the preparation of TEDS, the Village hosted a second community-wide workshop in November 2015 to engage the public in a dialogue about their vision for the future of the station area and waterfront. This visioning effort built upon the themes of circulation, connectivity, economic development, public waterfront access, resiliency and sustainable & equitable land use, identified in the 2014 Station Area Strategic Plan.

At the workshop, participants considered these themes and worked with large-scale maps to locate desired land uses and provide their thoughts on access and circulation, viewsheds, parking, sense of place and related issues (see Appendix B).

The overarching vision that emerged from this session was that-

*The station area and waterfront should be a “people place,” with the right mix of uses at the train station and waterfront to create pedestrian activity and support the Village’s tax base, without overwhelming the area with traffic. The station area and waterfront should be visually and physically connected to Downtown. Infrastructure and new development should be “green” and resilient. Any new development in this area should not be exclusive; it should be accessible to everyone.*

Community Visioning Workshop, November 2015





# Capital Improvements

From this vision statement, the consultant team worked with the Steering Committee and the Village Board of Trustees to develop a conceptual plan illustrating capital improvements that are needed to **better connect the station area with Downtown**, make the area a **“people place”** and **make it “green” and resilient**. As shown on Figure 3, these improvements could include:

- ▶ Redesigning Cortlandt Street as a boulevard with improved sidewalks, new street trees, landscaping and street furniture.
- ▶ Improving sidewalks along the H-bridge and along Main & White Streets to make it more pleasant to get across the tracks and walk up and down the hill.
- ▶ Reopening the pedestrian tunnel beneath the railroad tracks or building a new pedestrian bridge across the tracks to improve connectivity.
- ▶ Improving Sarah Michaels Park to become a more inviting public space.
- ▶ Creating a direct pedestrian connection between Tarrytown Station and Sleepy Hollow to encourage people to walk rather than drive to the station.

- ▶ Enhancing Green Street with footpaths and plantings to provide an attractive walk from West Main Street to the Washington Irving Boat Club.
- ▶ Improving traffic circulation at Depot Plaza and at key intersections in the station area, most crucially at Main Street & Depot Plaza.

Together these improvements will result in a more walkable and inviting physical environment that creates a sense of place at and around the train station and encourages pedestrian activity between the station and Downtown. The images below illustrate the types of improvements intended to achieve these goals as indicated on the Infrastructure Improvement Plan shown in Figure 3.



Pedestrian tunnel



Potential H-Bridge improvements



Pedestrian walkway (Ossining)



Landscaped boulevard



Pedestrian-oriented street



Pedestrian walkway (Ossining)



Figure 3: Infrastructure Improvement Plan



Source: Regional Plan Association

## Green Infrastructure

An important element in creating a more inviting physical environment in the station area/waterfront is that improvements to the area's infrastructure all work to enhance environmental sustainability and improve resilience to storm surge. As shown in Figure 4, the majority of the study area is within the 100-year floodplain. As climate change impacts grow, the need to proactively address and mitigate potential flooding from storm surge is essential. Further, making the station area and waterfront a model for green infrastructure provides an opportunity for Tarrytown, showcasing best practices for resiliency along the Hudson River. Green infrastructure should be incorporated into all streetscape improvement programs and should include elements such as rain gardens, bioswales, berms, green roofs, green walls and green streets to improve stormwater management.



**Rain Garden**

Source: [www.svseekins.wordpress.com](http://www.svseekins.wordpress.com)



**Bioswale**

Source: 6sqft, New York City



**Berm**

Source: Rebuild by Design, Big U



**Elevated Park/Green Roof**

Source: American Society of Landscape Architects



**Green Wall**

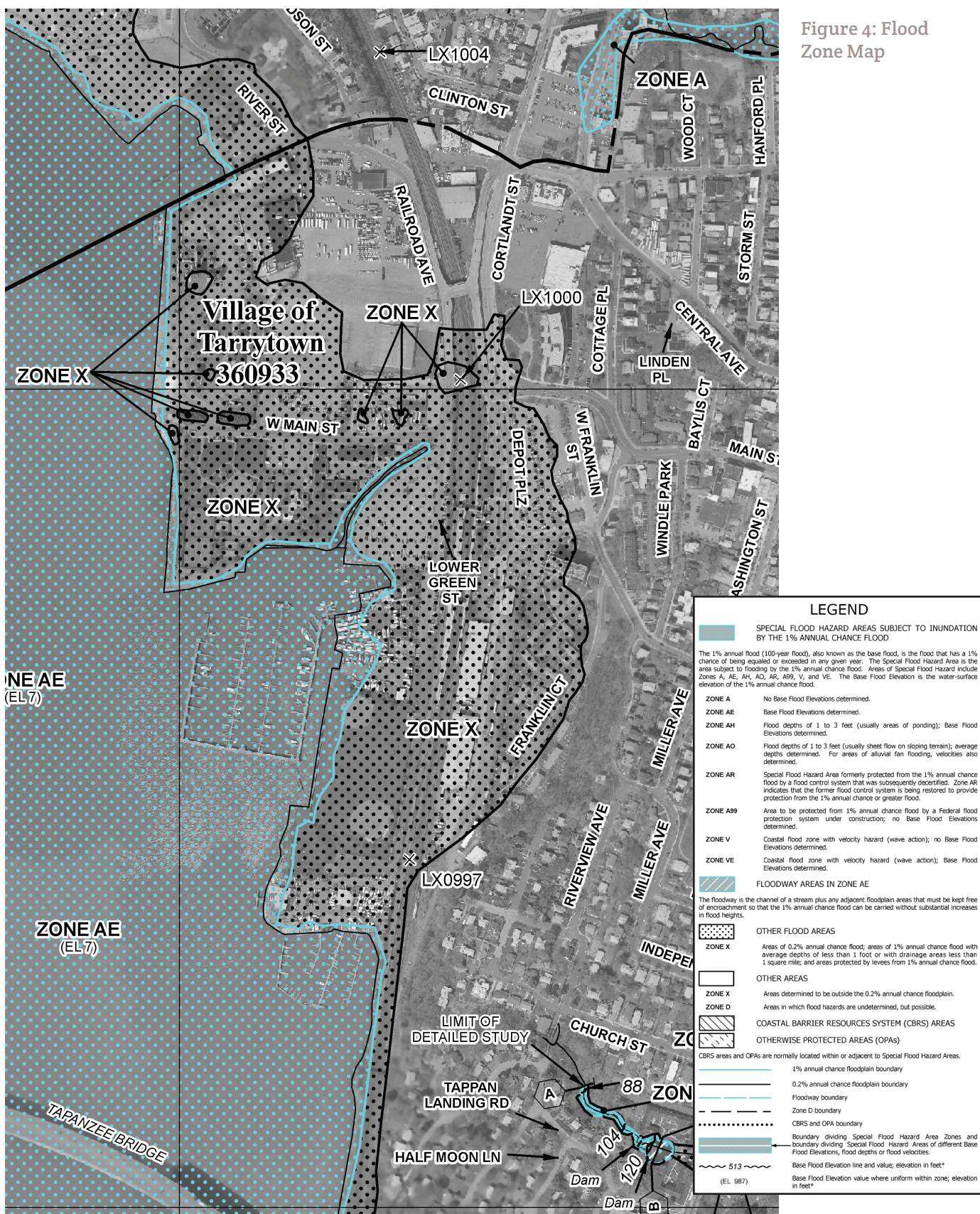
Source: [www.treehugger.com](http://www.treehugger.com)



**Green Street**

Source: American Society of Landscape Architects





Source: FEMA, Flood Insurance Rate Map

# Existing Land Use and Zoning

## Land Use

The study area includes a mix of housing, open space, recreational parkland, commuter parking, industrial and commercial use, as shown on Figure 5. The area is divided roughly in half by the railroad tracks and the H-bridge, which provides vehicular and pedestrian access over the tracks. The tracks and bridge currently act as a barrier between the waterfront and the Village's commercial district along Main Street/Broadway.

### Uses on the western side of the tracks include:

- ▶ Residential and commercial development at Hudson Harbor
- ▶ Five village-owned surface parking lots
- ▶ Commercial uses
  - Dry cleaner
  - Plumbing supply store
  - Electrical contractor
- ▶ Public open space
  - Pierson Park
  - Losee Park
  - RiverWalk
  - Village tennis courts & basketball courts
  - Kayak launch
- ▶ Private open space
  - Tarrytown Boat Club
  - Washington Irving Boat Club
- ▶ Institutional uses
  - Tarrytown Senior Center
  - Tarrytown recreation center/swimming pool
  - Tarrytown Department of Public Works

### Uses on the eastern side of the tracks include:

- ▶ Tarrytown train station
  - Train station building
  - Depot Plaza
  - Metro-North maintenance facility
- ▶ Residential development
  - Medium density housing on Cottage Place
  - Medium density housing at foot of Main Street
  - Multifamily housing at Franklin Towers/Courts
  - Multifamily housing at Asbury Terrace
- ▶ Commercial uses
  - Tarrytown Station Plaza (Walgreen's/McDonalds Plaza)
  - Tarrytown Bakery
  - Self storage facility
- ▶ Industrial uses
  - Stiloski Automotive
  - Tarry Fuel
  - American Independent Paper Company
- ▶ Surface parking
  - Two Village-owned parking lots
  - Two Metro-North owned parking lots
  - Parking lot for Walgreen's plaza
- ▶ Public open space
  - Sarah Michaels Park (Village-owned designated parkland adjacent to Asbury Terrace)
- ▶ Private open space
  - Passive open space, playground and community garden at Franklin Towers/Courts
  - Playground/recreation space on south side of Asbury Terrace
- ▶ Institutional Uses
  - Village Hall
  - Police Station
  - Tarrytown Volunteer Ambulance Corps.
  - Portuguese American Club
  - County wastewater pumping facility



Figure 5: Land Use Map



Source: Collaborative Planning Studio

## Zoning

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The study area is currently zoned for a mix of residential, commercial and industrial uses, consistent with existing land use patterns, and includes eight zoning districts, as shown on Figure 6:

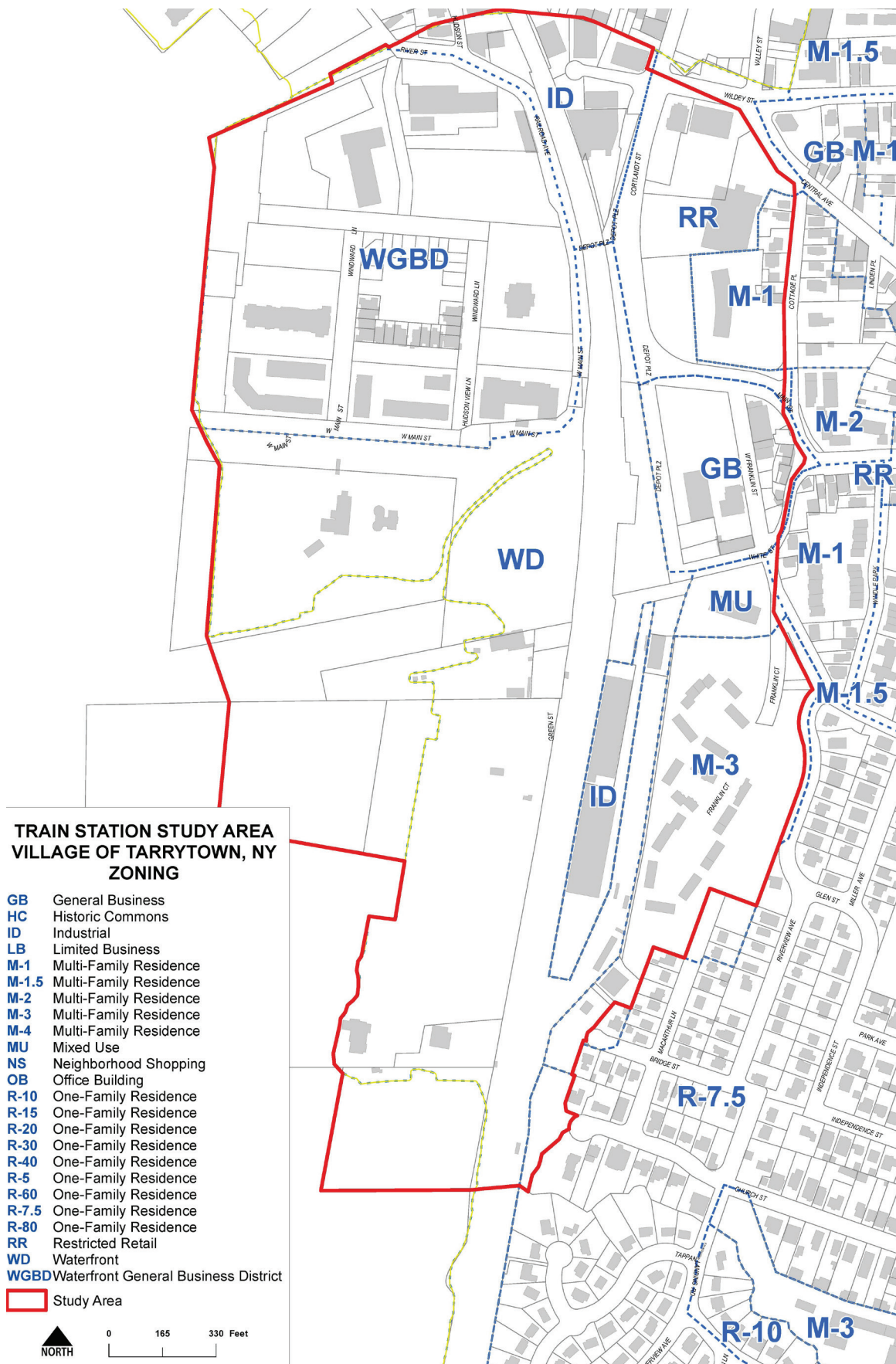
- ▶ Multifamily Residence 1 (M-1)
- ▶ Multifamily Residence 3 (M-3)
- ▶ Mixed Use (MU)
- ▶ General Business (GB)
- ▶ Waterfront General Business District (WGBD)
- ▶ Waterfront District (WD)
- ▶ Industrial (ID)
- ▶ Restricted Retail (RR)

On the western side of the railroad tracks the Hudson Harbor site is zoned WGBD, which allows for a mix of residential and commercial uses. The remainder of the waterfront is zoned WD, which allows parks, water-dependent uses and transit facilities. The eastern side of the railroad tracks is zoned for a mix of residential, commercial and industrial uses.

The current zoning for the study area accommodates existing uses, but does not include the variety of uses necessary to realize the Village's vision for this area or call for the pedestrian-scale orientation of buildings. As will be discussed in Section IV, the development concepts analyzed in this study suggest permitting new uses in this area, in addition those currently allowed, and being more prescriptive in the zoning about the orientation of buildings in relationship to the streetscape and to one another.



Figure 6: Zoning Map



Source: Village of Tarrytown



# Development Concepts

Today the station area is in transition. On the east side of the railroad tracks the legacy of urban renewal is evident in auto-oriented strip commercial development, a circulation system that favors vehicles and the notable absence of pedestrian scale. On the waterfront west of the tracks transformation has begun to occur. The County asphalt plant has been removed, new residences have been constructed at Hudson Harbor, and significant open space improvements have been made including the renovation of Pierson Park, the restoration of Andre Brook, and the extension of the RiverWalk. At the same time, at the northern and southernmost boundaries of the study area light industrial operations, not easily accommodated in other parts of the Village, remain and continue to provide important functions serving Tarrytown and beyond.

Large surface parking lots currently remain on the waterfront. While providing necessary commuter parking, stand-alone surface parking is not the most desirable use for this environmentally and economically valuable land and contributes to traffic on the H-bridge. Green Street, which connects Main Street to the Washington Irving Boat Club at the southern end of the waterfront, lacks pedestrian infrastructure. The H-bridge over the railroad tracks is uncomfortable for pedestrians and is a physical barrier between the waterfront and the balance of the Village.

The infrastructure improvements described in Section II are intended to set the stage for the transformation of the station area and waterfront into a more walkable, pedestrian oriented community. The large surface parking lots on both sides of the tracks and other underutilized parcels in the area present significant opportunities for redevelopment that is oriented towards the street with a variety of uses that create pedestrian activity. Some of this parking could be relocated to the east side of the railroad tracks. Determining appropriate uses for these properties and the character and scale of such uses is an essential first step in moving forward from a vision for the future of the area to zoning changes that will enable redevelopment consistent with that vision.

The concepts discussed on the following pages are intended to illustrate different development scenarios in order to understand general visual, traffic and fiscal impacts associated with different land uses and densities on potential development sites in the study area. They are not actual development proposals. Specific proposals for individual sites in the study area are expected to be developed in the future and will be subject to public review.

H-Bridge



Hudson Harbor



Pierson Park



Commuter Parking





## A. Village-Owned Properties

Because the Village owns all of the surface parking lots on the waterfront, it is well positioned to direct how redevelopment unfolds in this area. By laying out a clear proposal for desired future land use and building scale, the Village will be able to provide the development community with the certainty and direction necessary to attract investment and leverage these assets as part of any potential future development agreements.

In order to move from vision to land use recommendations and ultimately to zoning, the Village's consultant team developed a variety of concept plans for Village-owned properties on both the waterfront and the Village Hall site. These concepts explore different types of uses for these properties, however, all are compatible with the broader vision of a walkable, people-friendly community with clear connections to Downtown. The purpose of these concepts is to illustrate and understand the general visual, traffic and fiscal implications of different land use choices that could be made to achieve the Village's vision for the station area and waterfront to inform decision making for future development in this area.

### Waterfront

Three concepts were developed for the waterfront, including a park concept, a residential neighborhood concept, and a waterfront destination concept as described below. These concepts were selected to demonstrate not only different uses, but also different levels of development intensity, from low-intensity parkland, to residential development that would primarily serve a local population, to an active destination designed to attract both residents and visitors.

It is important to note that an infinite number of conceptual designs could potentially be developed for these sites. The concepts shown in this report are provided to demonstrate potential density, buildings' relationship to the street and building height. They are consistent with Tarrytown's vision for the future of this area, including the strong desire to balance tax revenue generation, appropriate building scale, viewshed protection and minimization of traffic impacts.

#### Park Concept

In the park concept, the waterfront is primarily a destination for recreation and culture. It includes active and passive parkland, a two-story anchor institution such as a cultural or environmental education center. Limited restaurant/retail is included to support these uses. The public amenities on the waterfront attract residents and visitors year-round. The Village's existing tennis and basketball courts remain in their current location. Viewsheds are completely unobstructed. In this concept, half of the existing commuter parking on the waterfront is relocated to the east of the railroad tracks:

##### Park Concept Program

- ▶ Parkland/open space
- ▶ Environmental education center

- ▶ Limited retail/restaurant
- ▶ Parking
  - Development program parking: 85 spaces
  - Commuter parking: 150 spaces

#### Neighborhood Concept

In the Neighborhood Concept the waterfront is primarily a residential neighborhood with public open space. Housing is provided within three and four story buildings north of the Tarrytown Boat Club in order to protect views from Main Street. Open space is welcoming to all Tarrytown residents. The Village's existing tennis and basketball courts remain in their current location. A little less than half of the existing commuter parking on the waterfront is relocated to the east side of the railroad tracks. In this concept some surface commuter parking remains on the waterfront and structured resident and/or commuter parking is provided on the ground floor of the residential buildings.

##### Neighborhood Concept Program

- ▶ Residential (115 units, approx. 1,000 sf/unit)
- ▶ Parkland/open space
- ▶ Parking
  - Development program parking: 155 spaces
  - Commuter parking: 180 spaces

#### Destination Concept

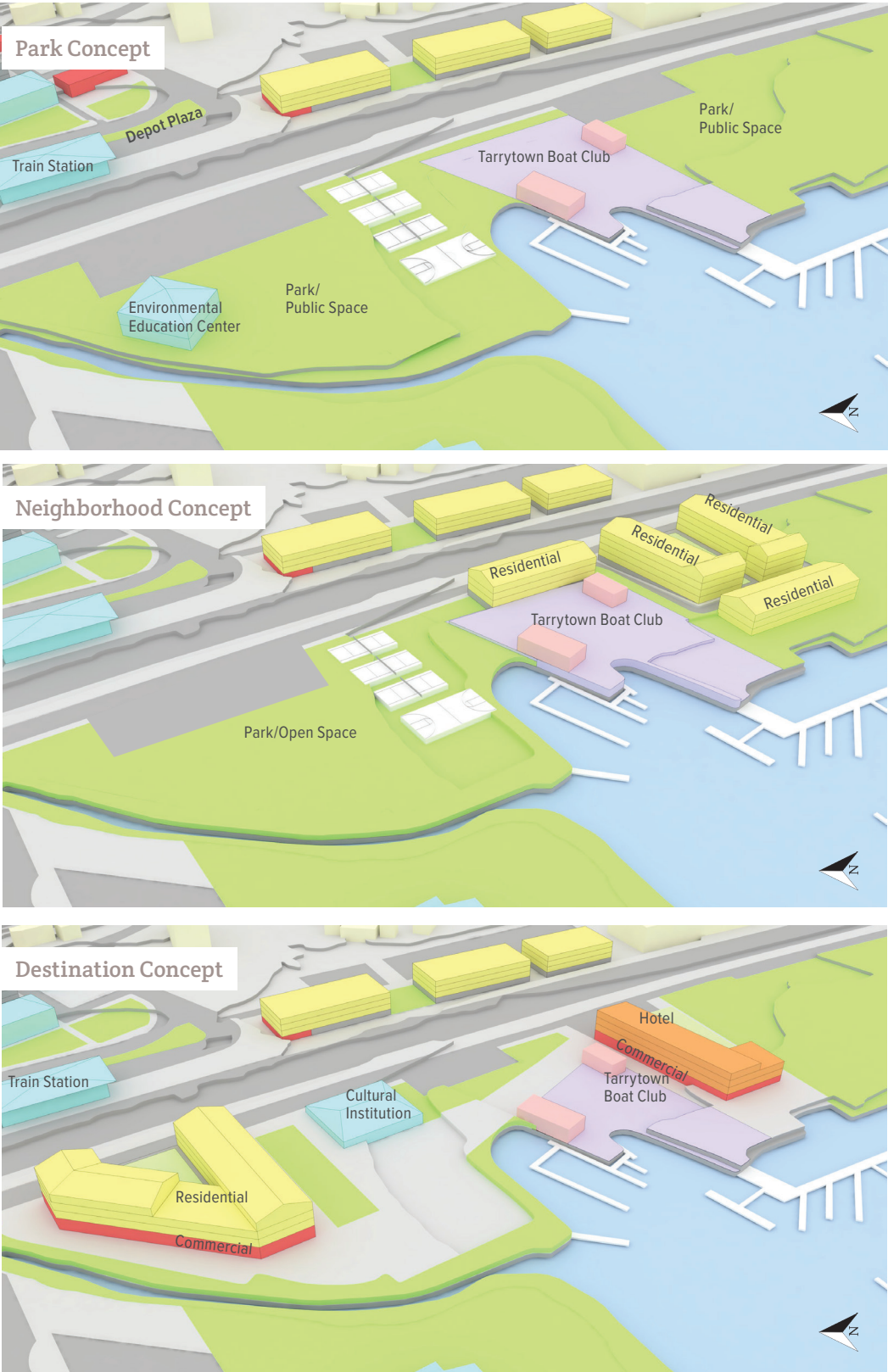
In the Destination Concept the waterfront is a mixed-use area with a combination of three and four story buildings. Waterfront development is maximized, but is designed to be resilient to storm surge, incorporating the green infrastructure elements discussed in Section IIB. Waterfront uses include theme-based ground floor retail and restaurants with residences above commercial uses. This concept also includes a boutique hotel, a cultural institution, recreation and open space.

The Washington Irving and Tarrytown Boat Clubs are enhanced and are integrated into this development concept as waterfront destinations. The existing Village tennis and basketball courts are relocated (either on or off-site) or the tennis courts remain and the basketball court is relocated to provide public access to the riverfront promenade. A prominent waterfront landing/gateway to/from the Hudson River is provided. This landing is located across the tracks from Village Hall to create a strong visual connection and activity node. This concept could potentially include a pedestrian bridge directly connecting new development on the Village Hall site to the waterfront destination. View corridors are maintained, although waterfront views may be obstructed from some locations. In this concept structured parking is provided to accommodate waterfront uses and all commuter parking is relocated east of the tracks.

##### Destination Concept Program

- ▶ Ground floor retail/restaurant
- ▶ Residential (44 units, approx. 1,000 sf/unit)

Figure 7: Waterfront Development Concepts



Source: Regional Plan Association

- ▶ Hotel (75 rooms)
- ▶ Cultural institution
- ▶ Parking
- ▶ Development program parking: 275 spaces
- ▶ Commuter parking: 0 spaces

## Village Hall Site

Three concepts were also developed for the Village Hall site, including a residential development concept, a mixed use development concept, and a commuter parking garage concept. In each of these concepts a key feature is that the structure be designed to address the grade separation between Depot Plaza and the foot of Main Street with either a staircase, elevator or escalator that can bring people up and down the hill. A second important feature is that the roof of the building that is constructed on this site be designed as a park that provides views to the waterfront.

### Residential Concept

In the Residential Concept the Village Hall site is redeveloped primarily for residential use with ground floor retail/restaurant to activate the streetscape and structured parking for residents and commuters. An overlook park provides visual connectivity between Main Street and the waterfront. Village Hall and the fire station remain on the site.

#### Conceptual Development Program

- ▶ Ground floor retail/restaurant
- ▶ Residential (70 units, approx. 1,000 sf/unit)
- ▶ Rooftop park
- ▶ Commercial buildings along Depot Plaza & White St.
- ▶ Parking
  - Development program parking: 140 spaces
  - Commuter parking: 280 spaces

### Mixed Use Concept

In the Mixed Use concept the Village Hall site is redeveloped with a mix of uses including residential, retail and office. Ground floor retail activates the streetscape with offices and residences above. Structured parking for residents, employees and commuters is incorporated into the site and is not prominently visible from the street. An overlook park provides visual connectivity between Main Street and the waterfront. Village Hall and the fire station remain on the site.

#### Conceptual Development Program

- ▶ Ground floor retail/restaurant
- ▶ Office
- ▶ Residential (34 units, approx. 1,000 sf/unit)
- ▶ Rooftop park
- ▶ Commercial building along White St.
- ▶ Parking
  - Development program parking: 130 spaces
  - Commuter parking: 330 spaces

### Parking Garage Concept

In the Parking Garage concept the Village Hall site is redeveloped with a contextually sensitive, well-designed four-story parking garage stepped into the hillside topography with ground floor retail/restaurant uses and a rooftop park. This park could potentially be connected to a pedestrian bridge across the railroad tracks. Village Hall and the fire station remain on the site.

#### Conceptual Development Program

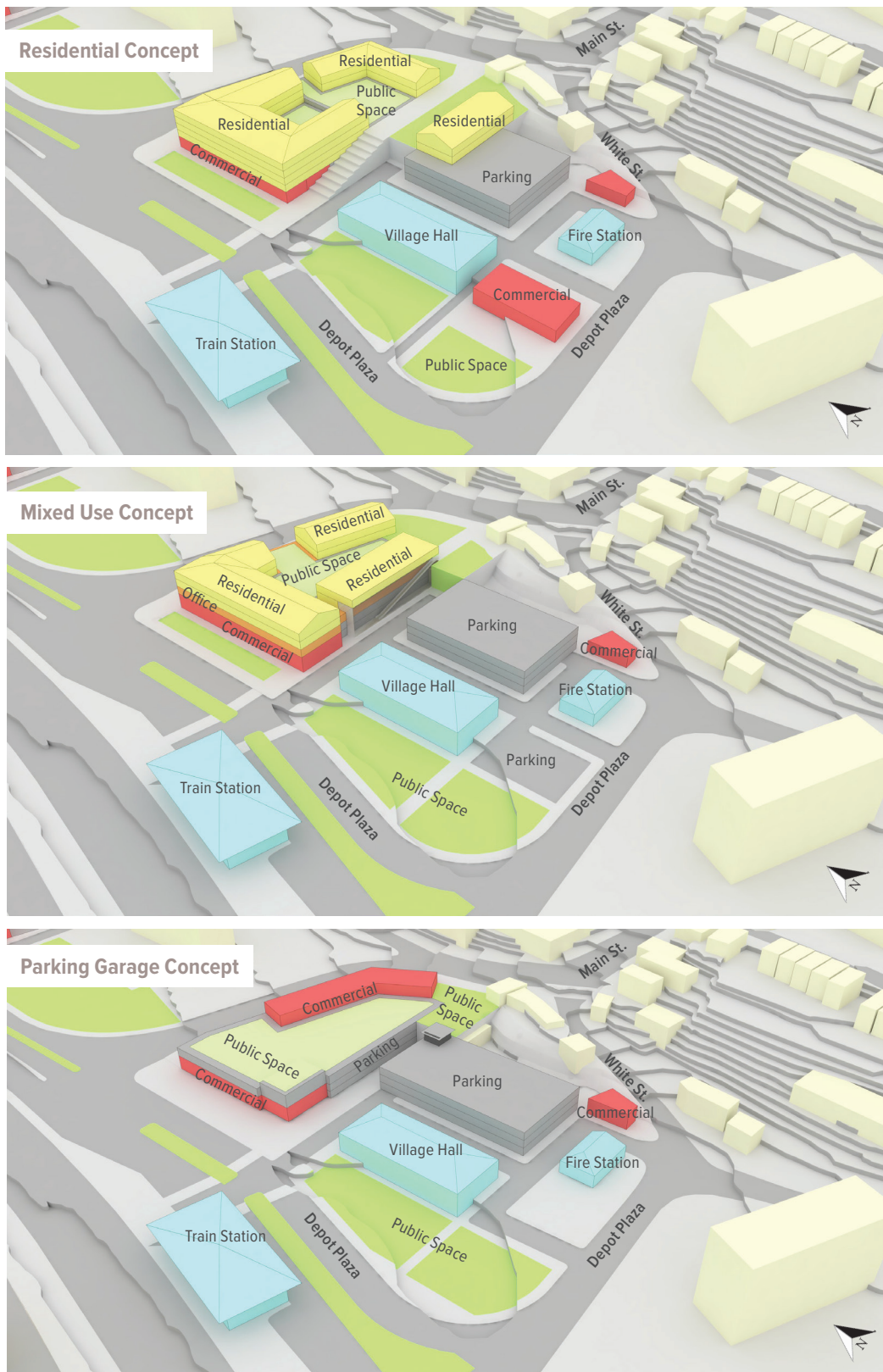
- ▶ Ground floor retail
- ▶ Rooftop park
- ▶ Commercial buildings along Main & White Sts.
- ▶ Parking:
  - Development program parking: 28 spaces
  - Commuter parking: 372 spaces

## Department of Public Works Site

In addition to the surface parking lots along the waterfront and the Village Hall site, the Village of Tarrytown also owns the Department of Public Works (DPW) site located at the northern end of the Hudson Harbor development. The Village has discussed relocation of the DPW building to another site within the Village or possibly to a joint facility in Sleepy Hollow. There appear to be limited opportunities to relocate DPW to another suitable site in Tarrytown and there has been limited support for co-locating Tarrytown and Sleepy Hollow's DPW facilities in Sleepy Hollow. Given these factors, the Village may wish to consider a new DPW building on its existing site. Such a building could consist of a double-height DPW facility at ground level with two floors of structured employee and commuter parking above, including approximately 100 spaces.



Figure 8: Village Hall Site Development Concepts



Source: Regional Plan Association

## B. Privately-Owned Property

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In addition to the properties that are owned and, therefore directly controlled by the Village, there are also several privately-owned parcels in the study area that could potentially be redeveloped. Conversations with private property owners indicate that the Tarrytown Station Plaza site (which includes Walgreen's and McDonalds) located at the northeast end of the study area, and the American Independent Paper site, located at the southeast end of the study area, could become pedestrian-oriented mixed use developments. Based upon input from the property owners and analysis of these sites, the following concepts were developed:

### **American Independent Paper Company Site**

The concept for the American Independent Paper Company site is for the development of residential units and/or live-work space over structured parking. Building height could be four stories and development would be oriented to provide pedestrian and visual connections to the adjacent Tarrytown Housing Authority's Franklin Tower/Courts property. The structured parking could serve residents as well as commuters. Some light industrial use could potentially remain on the southern portion of the site.

#### **Conceptual Development Program**

- ▶ Residential (135 units; live/work space, approx. 700 sf/unit)
- ▶ Resident and commuter parking (285 spaces)

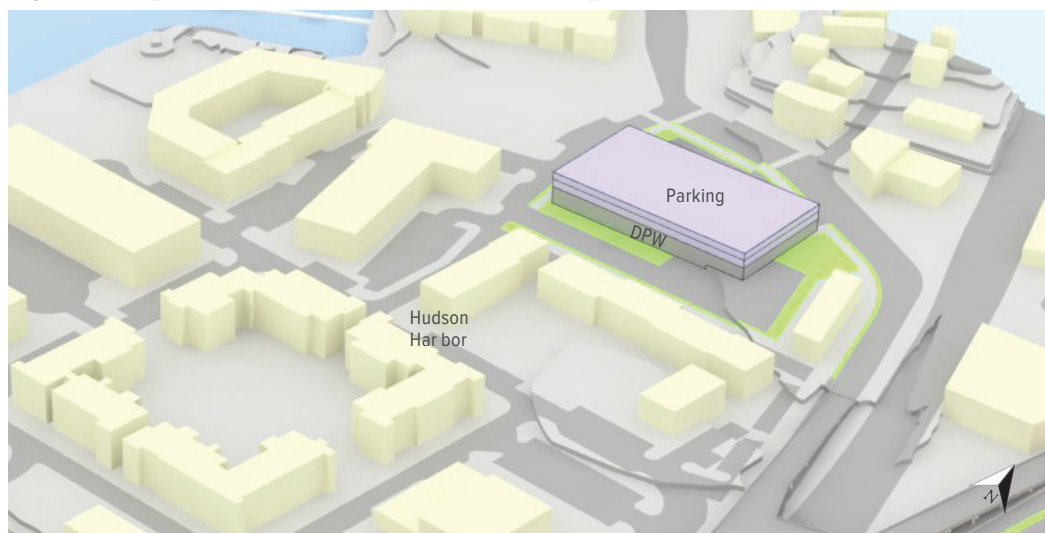
### **Tarrytown Station Plaza Site (McDonalds/Walgreen's site)**

The concept for the Tarrytown Station Plaza Site is for mixed use development with two-story commercial buildings (restaurant, retail and office) fronting on Cortlandt and Wilkey Streets, creating a strong street wall. Residential and office uses could be incorporated into the site either above and/or behind the commercial frontage. Building height could be four stories for residential buildings located behind the commercial buildings, adjacent to the existing Asbury Terrace apartment building. Parking for uses on the site are provided in surface lots on the interior of the property and are not visible from the street.

#### **Conceptual Development Program**

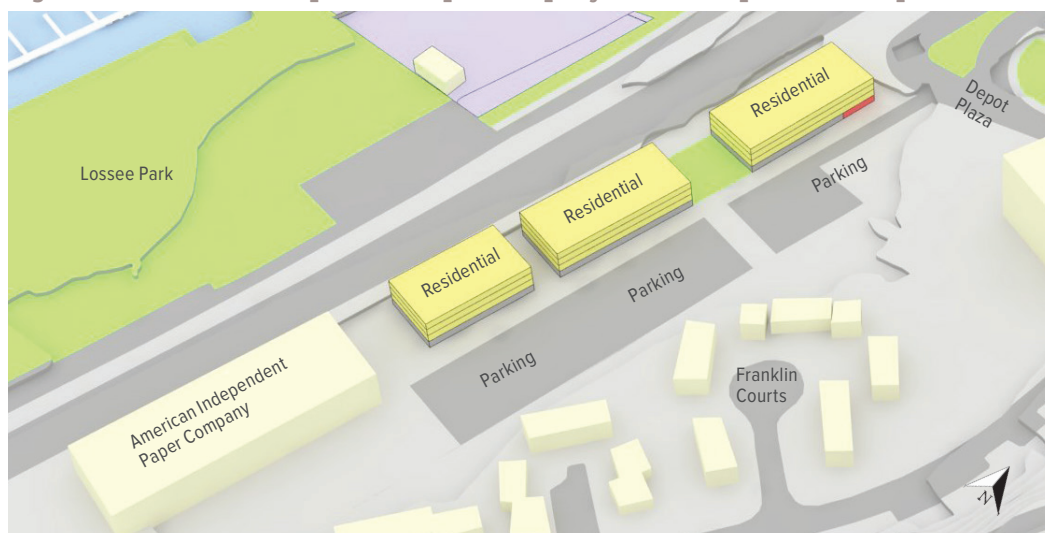
- ▶ Retail
- ▶ Office
- ▶ Residential (35 units, approx. 1,000 sf/unit)
- ▶ Development program parking: 155 spaces

Figure 9: Department of Public Works Site Concept



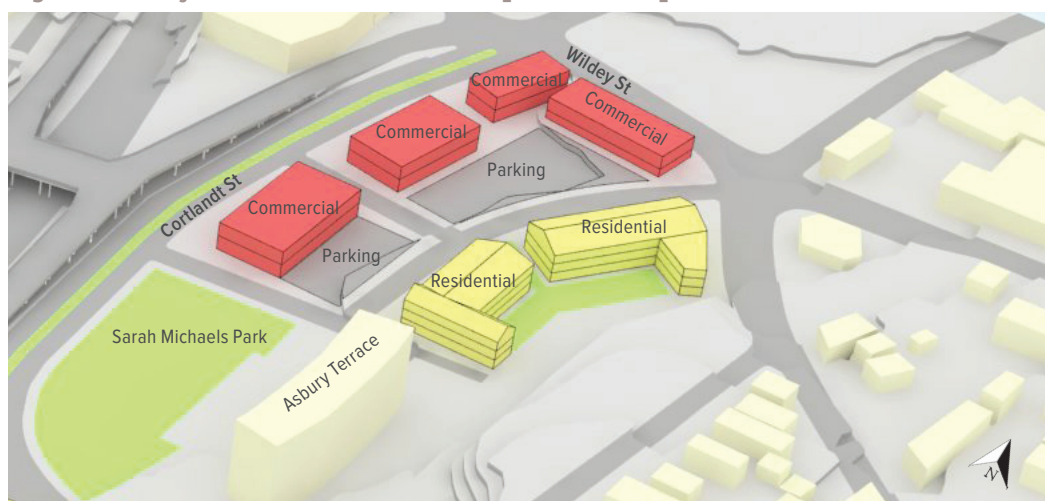
Source: Regional Plan Association

Figure 10: American Independent Paper Company Site Development Concept



Source: Regional Plan Association

Figure 11: Tarrytown Station Plaza Development Concept



Source: Regional Plan Association



# Preliminary Assessment of Impacts

For the purpose of the impact analyses, the development concepts for Village-owned property described in Section IV were paired. Each waterfront concept was paired with a Village Hall site concept. The purpose of this pairing was to create three composite scenarios that could be comprehensively analyzed with regard to potential traffic and fiscal impacts of a complete development program, taking into account development on both sides of the railroad tracks. The pairing of these scenarios ensures that each composite program:

1. Retains the total number of existing commuter parking spaces\* within the study area; and
2. Provides a balanced development program where lower density development on one side of the railroad tracks is off-set by higher density development on the other side of the tracks.

The three composite scenarios analyzed, shown on Figures 12, 13 and 14, are:

## **Concept A: Waterfront Park**

Residential Concept on Village Hall Site

## **Concept B: Waterfront Neighborhood**

Mixed Use Concept on Village Hall Site

## **Concept C: Waterfront Destination**

Parking Garage Concept on Village Hall Site

Understanding the trade-offs between issues such as traffic and costs & revenues to the Village, Town and School District- as well as the implications of decisions on land use, density, and building height, as discussed in the previous section- is critical to making informed decisions with regard to desired future development on Village-owned property. The following sections provide an analysis of the traffic and fiscal impacts of these composite development concepts. In order to perform these analyses, conceptual development programs outlining anticipated square footage and parking requirements for all proposed uses were developed. The full details of these programs are provided in Appendix C.

## Traffic Impacts

VHB was contracted to undertake a traffic analysis to document existing traffic volumes in the study area and analyze potential traffic impacts that can be expected from the three composite development concepts described above (see Appendix D). For this study, VHB performed a continuous 24-hour traffic count using Automatic Traffic Recorder (ATR) machines from April 8 to April 12, 2016 at the following locations:

- ▶ Main Street, east of Cortlandt Street
- ▶ Wildey Street, east of Cortlandt Street

VHB also performed traffic turning movement counts (TMC) at several intersections in the study area during weekday morning and evening peak hours and also during the Saturday mid-day peak in order to examine the existing traffic conditions at key intersections (see Figure 14). The turning movement counts took place on Wednesday April 13, 2016 from 6:30 AM to 9:30 AM and from 4:00 PM to 7:00 PM. Also, the Saturday counts took place on April 16, 2016 from 12:00 PM to 3:00 PM at the following intersections:

- ▶ Wildey St./ Cortlandt St./ Division St.
- ▶ H-Bridge (Green St./ Division St.)
- ▶ Cortlandt St./ Main St./ Depot Pl.
- ▶ Franklin St./ Depot Pl./ White St.
- ▶ Broadway/ Wildey St.
- ▶ Broadway/ Central Ave.
- ▶ Broadway/ Main St.
- ▶ Broadway/ Franklin St.

The turning movement counts, which were conducted one week after the ATR counts, recorded that existing peak-hour traffic activity was slightly higher during the Saturday mid-day period in comparison to the weekday PM and AM peak periods at five of the eight studied intersections.



**Figure 12: Concept A- Waterfront Park with Residential Concept at Village Hall Site**

Source: Regional Plan Association





**Figure 13: Concept B- Waterfront Neighborhood with Mixed Use Concept at Village Hall Site**

Source: Regional Plan Association





**Figure 14: Concept C- Waterfront Destination with Parking Garage Concept at Village Hall Site**

Source: Regional Plan Association

## Future Baseline Conditions

VHB identified the following developments adjacent to the proposed redevelopment sites that will impact the study intersections:

- ▶ Edge-on-Hudson Development
- ▶ Hudson harbor Mixed-Use Development (remaining phase)

Table 1 shows the additional traffic projected to be added to the study intersections by the above projects.

**Table 1- Hourly Traffic Volumes from Pending Developments**

	AM	PM	Sat. Mid-day
<b>Willey St./ Cortlandt St./ Division St.</b>	51	83	107
<b>H-Bridge (Green St./ Division St.)</b>	386	434	509
<b>Cortlandt St./ Main St./ Depot Pl.</b>	369	428	562
<b>Franklin St./ Depot Pl./ White St.</b>	282	318	408
<b>Broadway/ Willey St.</b>	10	15	22
<b>Broadway/ Central Ave.</b>	10	15	22
<b>Broadway/ Main St.</b>	67	80	108
<b>Broadway/ Franklin St.</b>	321	360	452

As can be seen from Table 1, other projects in the area are projected to add as many as 560 peak-hour trips to some of the study area intersections. Certain traffic improvement measures are tied to these projects to reduce the impact of these increases.

## Impacts from Proposed Composite Development Concepts

To estimate the traffic that is expected to be generated by the proposed redevelopment concepts, the Institute of Transportation Engineers' (ITE) publication, "Trip Generation, 9th Edition" was used. The trip generation rates provided by the ITE Trip Generation Manual mostly applies to suburban areas with limited access to transit, walk and bike facilities. Based on industry surveys and engineering judgment, credits for transit, walk and bike factors were applied to the ITE-generated trips.

Table 2 summarizes the three concepts' hourly traffic volumes during the study peak hours. As can be seen in Table 2, Concept C (Waterfront Destination with Parking Garage at Village Hall Site) is projected to generate slightly more traffic in the peak-hour than the other scenarios, with up to 516 peak-hour trips added to the surrounding roadways during the weekday PM peak Hour. By comparison, Concept B (Waterfront Neighborhood with Mixed Use Concept at Village Hall Site) is projected to generate up to 506 trips in the same peak hour, while Concept A (Waterfront Park with Residential Concept at Village Hall Site) is projected to generate up to 460 trips in the same peak hour.

During the AM peak hour Concept B (Waterfront Neighborhood with Mixed Use Concept at Village Hall Site) generates the highest traffic volume, up to 334 vehicles per hour which, is slightly more than the other two scenarios. During the Saturday mid-day peak hours, Concept C (Waterfront Destination with Parking Garage at Village Hall Site) generates the highest hourly volumes with 502 trips, which is approximately 100 more trips per hour than the other two concepts.

## Potential Project Traffic Impacts

As noted above, Concept B (Waterfront Neighborhood with Mixed Use Concept on Village Hall Site) generates the highest total traffic volumes during weekday AM peak hour and Concept C (Waterfront Destination with Parking Garage Concept on Village Hall Site) generates the highest traffic volumes during weekday PM and Saturday mid-day peak hours. However, development on these parcels under any of the concepts analyzed will increase traffic activity by no more than 275 vehicles in the peak hour at any intersection, which is less than half the number of trips that are projected to be added by the other area projects (Edge on Hudson and Hudson Harbor).

The contemplated concepts are likely to have the greatest impact at the intersections of White Street with Franklin Street and Main Street with Depot Plaza/Cortlandt Street, where it is projected to increase traffic volumes by as much as 25%. Total peak-hour traffic volumes at these intersections (<1,400 vehicles per hour), however, will still be considerably less than the current peak-hour volumes at the intersections of Broadway with Main Street and Franklin Street (1,525 and 1,984, respectively). The redevelopment of the subject parcels is projected to increase traffic volumes at these intersections by only 4% and 6% respectively.

Relatively speaking, there is not a great deal of difference in the volume of traffic projected to be generated by any of the three development concepts at any particular intersection (<30 trips in the busiest hour), so the differences in traffic impacts will be minimal.

## Fiscal Impacts

Kevin Dwarka LLC, Land Use and Economic Consulting undertook a fiscal impact analysis of the three composite conceptual development programs (see Appendix E). This analysis outlines the fiscal cost/benefit of each program and shows how these programs compare with one another from a revenue and cost perspective.

## Tax Revenue

The tax revenue analysis was performed using two 2015 tax data sets made available by the Village of Tarrytown. It was not possible to obtain additional data or information from the tax departments of Tarrytown or the Village of Greenburgh. The tax revenue analysis focused on the revenue that would be collected by the Village of Tarrytown. However, in order to broaden the

Table 2- Concept Plans: Peak Period Traffic Comparison

Scenario	Sites	AM		PM		Sat. MD	
		In	Out	In	Out	In	Out
<b>Concept A: Waterfront Park w/Residential Concept at Village Hall Site</b>	<b>Waterfront Site</b>	-26	13	26	-17	27	22
	<b>Waterfront Park w/Residential Concept at</b>	79	33	71	106	83	74
	<b>Village Hall Site</b>	63	33	47	77	41	35
	<b>Walgreen Site</b>	47	17	42	71	51	46
	<b>DPW Site</b>	35	7	8	29	7	6
	<b>Total</b>	198	103	194	266	209	183
	<b>Total Enter/Exit</b>	301		460		392	
<b>Concept B: Waterfront Neighborhood w/Mixed Use Concept at Village Hall Site</b>	<b>Waterfront Site</b>	-27	21	35	3	36	31
	<b>Village Hall Site</b>	107	31	69	125	81	72
	<b>American Paper Site</b>	63	33	47	77	41	35
	<b>Walgreen Site</b>	47	17	42	71	51	46
	<b>DPW Site</b>	35	7	8	29	7	6
	<b>Total</b>	225	109	201	305	216	190
	<b>Total Enter/Exit</b>	334		506		406	
<b>Concept C: Waterfront Destination w/Parking Garage Concept at Village Hall Site</b>	<b>Waterfront Site</b>	-60	14	52	-19	78	68
	<b>Village Hall Site</b>	124	35	74	135	90	80
	<b>American Paper Site</b>	63	33	47	77	41	35
	<b>Walgreen Site</b>	47	17	42	71	51	46
	<b>DPW Site</b>	35	7	8	29	7	6
	<b>Total</b>	209	106	223	293	267	235
	<b>Total Enter/Exit</b>	315		516		502	

analysis of the overall tax effects, supplementary analysis was also performed for the tax revenue that would be collected by the Town of Greenburgh and the Union Free School District. Tax analysis was not performed for Westchester County.

In order to estimate the amount of revenue that would be collected for the proposed land uses, the tax rate was multiplied by the assessed value. The resulting figure represents what the property would have generated in tax revenue had it been on the tax rolls in 2015. Revenue was first collected on a unit basis (such as a single apartment), then multiplied by the square footage or number of units for the use in order to determine the total amount of revenue generated by that use. For each land use proposed within each concept, this analysis was conducted for the Village, Town, and School District. The amounts were then totaled in order to derive the total revenue that would have been generated for the concept in 2015.

## Cost Estimates

Based upon the conceptual diagram for the infrastructure plan (see Figure 3) and for the three conceptual development programs described in Section IV of this report, cost estimates were prepared reflecting the total capital costs associated with potential public improvements. There are three important qualifications to this cost analysis. First, cost estimates were based on the conceptual diagrams rather than final design or engineering drawings. As a result, the design assumptions behind the cost estimates are based on very general approximations of the scale and magnitude of proposed interventions. Second, cost estimates

were based on a combination of peer review, industry standards, and prior experience with building contractors. However, a licensed civil engineer was not engaged to provide a bid estimate on any of the proposed interventions. Lastly, it should be noted that the cost estimates include only one-time capital expenditures. Long-term financing costs, operating costs, and maintenance costs were not calculated due to the fact that infrastructure proposals were purely conceptual.

The following is a summary of the findings of the cost/revenue analysis for the three concept plans, including associated proposed infrastructure improvements:

### Concept A: Waterfront Park with Residential Concept at Village Hall Site

#### Estimated Capital Costs

- ▶ Parkland: \$240,000
- ▶ Structured parking: \$5.88 million
- ▶ Total: \$6.12 million

Estimated School District Costs\* (annual): \$238,000

#### Estimated Annual Revenues

- ▶ Village: \$206,000
- ▶ Town: \$12,000
- ▶ School District: \$570,000
- ▶ Total: \$788,000

\*Based on annual per student cost



## Concept B: Waterfront Neighborhood with Mixed Use Concept for Village Hall Site

### Estimated Capital Costs

- ▶ Structured parking: \$6.93 million

Estimated District Costs\* (annual): \$506,600

### Estimated Annual Revenues

- ▶ Village: \$434,000
- ▶ Town: \$25,000
- ▶ School District: \$1.16 million
- ▶ Total: \$1.62 million

## Concept C: Waterfront Destination/Commuter Parking- Village Hall Site

### Estimated Capital Costs

- ▶ Relocate tennis/basketball courts: \$240,000
- ▶ Structured parking: \$8.4 million
- ▶ Total: \$8.64 million

Estimated School District Costs\* (annual): \$150,000

### Estimated Annual Revenues

- ▶ Village: \$343,000
- ▶ Town: \$20,000
- ▶ School District: \$917,000
- ▶ Total: \$1.28 million

## Findings

The fiscal impact analysis reveals that the addition of new development at the waterfront and around the train station area as modeled under the proposed concepts would have a modest impact on the overall amount of property tax revenue added to the Village's tax base. If the total amount of the residential property tax revenue raised in Tarrytown was \$15 million in 2015, then the additional amount of tax revenue that would have been collected by the proposed scenarios would constitute an increase of only 1% for Waterfront Park with Residential on Village Hall Site, 3% for Waterfront Neighborhood with Mixed Use on Village Hall Site, and 2% for Waterfront Destination with Parking Garage on Village Hall Site.

These modest increases, however, have to be measured against the benefit of a development scheme that retains the existing character of the Village of Tarrytown in terms of its scale, use, intensity, and connectivity. These variables in turn affect the ongoing value of existing properties in the Village as well as the attractiveness of local businesses and tourist destinations to regional visitors. The proposed scenarios are unlikely to injure existing property values or reduce the desirability of Tarrytown. On the contrary, it is likely that the delivery of a high quality urban environment around the train station will only encourage greater visitation to Tarrytown and have an upward impact on the value of existing properties. In other words, although the

fiscal impacts of the proposed development may appear modest, the overall impacts on the Village's tax base could be greater than what the analysis shows.

The analysis also does not show the broader economic impacts that might result from the proposed development. These impacts include the overall increases in economic productivity within the Village itself as well as the multiplier effects throughout the region. The construction of new infrastructure and mixed use development will also result in new employment, both construction-related and permanent. The modeling of these types of economic impacts was beyond the scope of this analysis. However, they should be considered as part of the overall benefit stream for all three conceptual programs.

A large percentage of the capital costs associated with the development are largely attributable to the structured parking costs in the three conceptual programs. The potential for a private developer(s) to absorb the cost of structured parking would be discussed in the future with potential developers. The results presented herein offer a tool for debating the pros and cons of the three conceptual programs. Should the Village decide to advance a particular conceptual plan in partnership with the development community, it would then be prudent to conduct a more robust set of economic studies including a detailed financial model of the proposed development, an economic impact analysis, and a cost-sharing plan.

\*Based on annual per student cost



# Recommendations and Next Steps

## Implement Capital Improvements

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The Village of Tarrytown is well positioned to begin moving ahead towards implementing the vision for the future of the waterfront and station area discussed in this report. Some projects outlined in the infrastructure improvement plan (Figure 3) are already underway, including the recent removal of chain link fencing around Sarah Michaels Park and an analysis to determine the feasibility of reopening a former pedestrian tunnel under the railroad tracks. In addition, Metro North Railroad has committed funding for the reconfiguration of Depot Plaza. With the analysis provided in this report and the 2014 Station Area Strategic Plan, the Village is eligible for a range of grant programs to implement capital projects including streetscape improvements, transforming Cortlandt Street into a boulevard, and creating a pedestrian walkway linking the train station to Sleepy Hollow.

## Update Comprehensive Plan

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The Village's Comprehensive Plan should be revised to reflect the vision for the station area and waterfront described in this report and reframed to incorporate the Village-wide economic development strategies outlined in the Tarrytown Economic Development Study (TEDS) (referenced in Section I and included herein as Appendix A). Incorporating the recommendations of this report into its officially adopted Comprehensive Plan will establish the policy basis for redevelopment of the study area and enactment of the zoning amendments necessary to facilitate development consistent with the Village's vision for the future. It will also assist in attracting both public and private financing for real property development and infrastructure. Further, incorporating other Village-wide economic development strategies described in TEDS into the Comprehensive Plan, such as enhancing and attracting downtown businesses, promoting tourism, enhancing sustainability and resiliency, and addressing housing affordability, will assist in moving these related actions forward. The Village's comprehensive plan revision could occur either prior to or in tandem with the update of station area/waterfront zoning described below.

## Amend Zoning Regulations

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In order to facilitate redevelopment of the station area/waterfront consistent with the vision outlined in this report, zoning regulations for this area must be amended. Amendments should include the introduction of new uses in addition to those currently allowed, new parking requirements consistent with transit-oriented development, and new design guidelines providing direction on building orientation, volume and relationship to the street. In order to adopt such zoning, an environmental impact assessment will need to be undertaken, consistent with the State Environmental Quality Review Act (SEQRA).

There are two potential approaches for updating the zoning and undertaking the associated environmental review:

### Village-led rezoning

The Village could choose to commence rezoning before engaging in a developer solicitation process. This approach would require selecting a preferred development concept for the station area/waterfront. This could be one of the three concepts outlined in this report or a combination of preferred elements from these concepts. This process would include updating the zoning for the study area and introducing specific design guidelines and/or introducing a form-based code for the area. Based upon the proposed zoning changes, the Village would then evaluate their environmental impacts in compliance with SEQRA.

The advantages of this approach are that firstly, the Village will establish a very clear land use framework that is aligned with its preferences for the redevelopment of the station area and waterfront. Secondly, the Village will be able to approach the development community with a clear communication about the expectations for properties slated for redevelopment. This sort of communication offers an assurance to the development community that the Village is serious and prepared for undertaking a major redevelopment effort. Finally, the Village will have streamlined the development process by having already undertaken a substantial portion of the environmental review process.

### Development-led rezoning

The Village could also choose to defer rezoning and environmental impact assessment until after the developer solicitation process (discussed below). The Village would only proceed to rezoning after a definitive understanding of a precise redevel-

opment concept proposed by a particular developer has been defined and a regulatory framework required for the advancement of that concept has been developed. In this scenario, the developer, rather than the Village, would undertake production of the environmental impact assessment.

The advantage of this approach is that the Village can determine the land use regulatory framework for the study area on the basis of a specific development plan, rather than a concept plan. This ensures that the zoning regulations do not have to be revisited once a developer is selected for development of Village-owned properties and that the development proposal is aligned with market demand. Moreover, in this scenario the Village is well-positioned to capture the full value of the development rights for its parcels by negotiating the purchase of these rights through the developer solicitation process. Finally, this approach also has the advantage of transferring the full costs of the environmental assessment process to the developer while also ensuring that the impacts are analyzed on the basis of an actual development design rather than a conceptual zoning proposal.

Because updating the zoning code can be a lengthy process, the Village may wish to consider an interim zoning update to address the possibility of redevelopment on privately-owned parcels prior to execution of a developer agreement and/or adoption of updated zoning for the entire study area. In the short term the Village could amend its zoning regulations to require that all development application submissions for properties within the study area be consistent with the vision outlined in this report.

Specifically, the site plan application review process could be amended to require the submission of the following supplemental materials for properties within the boundaries of the study area:

- ▶ A massing model of the proposed development at 1" = 100' that can be inserted into the Village's study area massing model.
- ▶ The applicant shall fill out the Vision Compliance questionnaire explaining how the proposed action supports or does not support the following principles:
  - Enliven station area and waterfront streets and creates pedestrian activity
  - Improves connectivity between the station area/waterfront and Downtown
  - Incorporates green infrastructure and green building principles
  - Is accessible to a broad population

While such materials do not carry the same weight as specific code requirements or formally adopted development and design guidelines, they would provide direction for developers and encourage consistency with the vision for the station area/waterfront while the Village is working to fully update the zoning for this area.

## Facilitate Development of Village-Owned Properties

With this report, the Village is well positioned to undertake an outreach process to the development community for solicitation of development of Village-owned properties through an Request for Qualifications (RFQ) or Request for Proposals (RFP) process. For properties not owned by the Village, it is unlikely that the Village or any other public entity will acquire the properties and initiate a redevelopment process. However, the Village can still play an active role in the redevelopment of privately held properties by helping property owners develop, re-purpose, or convey their properties in accordance with the overall objectives discussed herein.

As a first step, the Village should invite developers to review the concept plans described in this report. The purpose of reaching out to developers is not to supplant the community's established vision for the waterfront, but simply to further examine the feasibility of various redevelopment approaches prior to a formal solicitation process. Specifically, the Village should collect information from developers about the:

1. Demand for different types of real estate products including housing, office, and retail.
2. Level of private sector interest in broad-scale redevelopment vs. smaller parcel by parcel approaches.
3. Extent of capacity and willingness to contribute to the planning, design, and finance of supportive infrastructure including parks, utilities, open space, and parking facilities.
4. Regulatory and financial constraints on the redevelopment potential.

Once developer input has been collected, the Village may then undertake an informed solicitation process for the redevelopment of Village-owned parcels. The steps for this process include:

1. Determine location and extent of Village owned properties to be designated for redevelopment.
2. Establish redevelopment approach and objectives including phasing plan, approach to conveying development rights, provisions for infrastructure finance, and requirements for parking structures.
3. Translate preferred development concepts into a set of guiding planning principles that convey the Village's expectations of the uses, scale, densities, and design characteristics of the proposed redevelopment.
4. Appraise value of Village-owned properties based upon guiding principles established for redevelopment.
5. Prepare and distribute a Request for Proposals to the development community.



6. Facilitate the review of the received proposals with the support of a selection committee comprised of Village leaders.
7. Select a developer or developers and proceed to negotiate a development agreement and implementation plan.

## Expand Organizational Capacity

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Carrying out the tasks outlined above is a substantial undertaking beyond the scope of the Village's existing organizational capacity. In order for the Village to effectively manage and carry out the capital improvements, comprehensive plan update, and zoning changes described above and facilitate the development of Village owned properties, additional staff capacity will be required. While the Village Administrator addresses multiple issues related to planning for the future of the Village, managing and guiding the implementation of these projects and coordinating actions among multiple public and private stakeholders requires a dedicated staff person whose primary focus is on planning and economic development.

This staff person would preferably be a government employee reporting to the Village Administrator and working closely with the Mayor and Board of Trustees to implement station area/waterfront redevelopment and carry out Village-wide economic development policy. However, due to funding issues this may not be feasible. At a minimum, this individual should be professional trained and experienced in land use, economic development and infrastructure planning. A government employee, whether that person is a direct Village employee or a contracted employee from another government agency, is preferred over a consultant, as implementation will require both knowledge of how government operates and ongoing interagency coordination. Further, the accountability that either a direct Village employee or a government contract vendee with experience in governmental operations would bring to this role is essential for implementation.

